

## Implementation

indicates the RMP is not being implemented as planned, the reasons for this will be examined and appropriate corrective actions will be taken.

Implementation will take place in full compliance with requirements of the NEPA process.

Specific facets of implementation, other than those discussed above, are presented below.

### Land Transfers

Transfer of land from public ownership may occur only if the requirements of law as summarized under "Standard Operating Procedures" are met. All parcels placed in a transfer category in the proposed Monument RMP would be available for transfer, but they would not all be transferred upon approval of the RMP as funding allowed. A proposal for a particular parcel may fail to meet the requirements for transfer. In this case, the parcel would be retained until a suitable proposal is made. Portions of the transfer areas may never be transferred because they fail to meet the requirements upon close examination.

### Wilderness

A wilderness study report would be prepared for each WSA in the Monument Planning Area. This report would be forwarded to Congress through the Secretary of the Interior along with the separate wilderness EIS. Only Congress can designate a wilderness area. Wilderness Management Plans would be prepared only for those WSAs Congress designates as part of the National Wilderness Preservation System.

### Livestock Forage

#### Rangeland Program Summary

A Rangeland Program Summary will be prepared following approval of the RMP. This summary will describe site-specific grazing use adjustments, range improvements, and project priorities.

## Selective Management

Selective management, as applied to the rangeland program, is the categorization of grazing allotments into three management groups based upon similarities of resource characteristics, management needs, and economic and resource-based potential for rangeland improvement. All livestock grazing allotments have been categorized as "I" (Improvement Needed), "M" (Maintain), or "C" (Custodial Management) based upon the following criteria and additional criteria developed from issues specific to the Monument Planning Area. The categorization is shown for each allotment in Table D-1 in Appendix D of the final EIS. When the resource situation changes in an allotment after implementation of management decisions, the allotment may be recategorized.

### 1. "I" Category

Category "I" allotments presently include unsatisfactory conditions, have the greatest potential for improvement, and may present serious resource use conflicts.

### 2. "M" Category

Category "M" allotments are in satisfactory range condition, are producing near their identified potential, and have no known present or anticipated serious resource use conflicts.

### 3. "C" Category

Category "C" allotments usually include only small acreages of public land or lands classified for transfer from Federal ownership. These allotments do not present management problems, regardless of condition. They present no significant potential for increasing production. Resource conflicts are either nonexistent or are outweighed by other considerations.

The order of these categories as discussed above represents the relative order of priority for the investment in range improvements and conducting of range monitoring studies, subject to user contributions and further consultation. Selective Management within the rangeland program will provide a framework from which prudent expenditure of rangeland investments can be made, consistent with an approved land use plan.

Management objectives for the allotment categories are (M) maintain current satisfactory condition, (I) improve current unsatisfactory condition, and (C) manage custodially while protecting existing resource values. Public investments in range improvements, AMP development, monitoring, and use supervision will have highest priority in "I" (Improve) allotments, followed by "M" (Maintain) and "C" (Custodial) allotments. Within these three categories, allotments will also be prioritized for range investments and management effort, depending upon the intensity of resource conflicts and/or the potential for improvements. The potential for improvement considers not only resource constraints, but also the ability of an allotment to produce a positive return on investment within a reasonable time.

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Range improvement or other funds will be allocated to range improvements in "I" allotments in order to resolve resource-use conflicts and to increase resource productivity. Publicly-financed improvements will be implemented on allotments in the "M" and "C" categories only as needed to meet multiple use objectives or to protect existing resource values.

**Livestock Use Adjustments**

The need for livestock use adjustments on some allotments has been identified in the proposed RMP. This need may result from land disposal, allocation of land to other public uses, lack of sufficient forage to support existing active preference, or availability of forage in excess of existing active preference.

Increases and reductions proposed are target levels based upon the best existing information, and will be implemented through coordination and consultation with the permittees involved.

If agreement cannot be reached with the permittees on the amount of reduction needed to balance active preference with forage productivity, needed adjustments will be implemented by decision under 43 CFR 4160. When livestock use adjustments are implemented by decision, the decision will be based upon operator consultation, range survey data, and monitoring of resource conditions. All adjustments will be made in the manner specified in current regulations.

Monitoring will be used to measure the changes due to new range management practices and to evaluate the effectiveness of management changes in meeting stated objectives. Livestock use adjustments could be modified during the implementation period based upon information provided by ongoing monitoring.

**Range Improvements and Treatments**

Typical range improvements and treatments and the general procedures to be followed in implementing them are described under "Standard Operating Procedures. The extent, location, and timing of these actions will be based on the allotment-specific management objectives adopted through the resource management planning process, interdisciplinary development and review of proposed actions, permittee contributions, and BLM funding capability.

All allotments in which range improvement funds are to be spent will be subjected to an economic analysis. Private contributions toward range improvements will be encouraged by assigning higher implementation priority to improvements partially or fully funded by private sources. However, improvements proposed and financed solely by private sources must be consistent with land use and management objectives for the affected allotments.

## Grazing Systems

Grazing systems would be implemented under the proposed Monument RMP. The type of system to be implemented will be based on consideration of the following factors:

1. allotment-specific management objectives;
2. resource characteristics, including vegetation, soil, and water availability;
3. operator needs; and
4. implementation costs.

Typical grazing systems, which have proven successful in the planning area are described under "Standard Operating Procedures." Grazing systems are usually incorporated into an Allotment Management Plan (AMP) or a Coordinated Resource Management Plan (CRMP). Allotments for which AMP or CRMP development is proposed include Antelope, Cedar Fields, East Minidoka, Gunnery, Kimama, Minidoka, Schodde, Shoshone, and Wildhorse.

## Conversions

Livestock conversions from sheep use to cattle use would follow the Shoshone District Conversion Policy in order to maintain existing multiple use values and to reduce conflicts with other uses.

The District Conversion Policy is based upon past practice and current guidance and regulations. The general guidelines of the policy are:

1. Previous commitments to conversions made in approved AMPs would be honored.
2. Environmental Assessments would be completed to identify impacts of the conversions and mitigating measures necessary to meet multiple use objectives.
3. Concerns of other permittees in the affected allotment would be considered in analysis of the conversion proposal.
4. An allotment conversion plan would be prepared and approved.
5. The amount of conversion from sheep to cattle would be in proportion to the allotment's suitability for cattle grazing.
6. All conversions would be initially conservative (50 percent conversion for the first three years as modified by suitability and water availability).

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7. Necessary fencing would be completed prior to cattle use.
8. Sufficient water would be available.
9. Results of ongoing monitoring studies would determine whether the new AMP and amount of conversion were satisfactory.
10. Final amounts converted would depend upon the desired season of use, initial balance between spring and fall sheep preference, and resource response.

**Future Livestock Use Adjustments**

If the results of resource monitoring studies show that the proposed grazing management is not meeting the multiple use objectives of the Monument Resource Management Plan, livestock use adjustments will be made in accordance with the BLM grazing administration regulations and existing policy. Livestock use adjustments could take the form of changes in the grazing system, changes in season of use, reductions or increases in active preference, or a combination of all of these.

Fire Management

The Limited Fire Suppression Plan would be prepared as soon after approval of the RMP as funding allowed. The overall Shoshone District Fire Management Plan consolidating fire management guidelines from this RMP and other land use plans also would be prepared as funding allows. The District Fire Management Plan will be updated as other activity plans containing fire management guidelines are prepared.

ORV Designations

ORV closures associated with WSAs recommended suitable for designation would be implemented after Congress designated the areas as part of the National Wilderness Preservation System. Other ORV closures and limitations would be implemented following preparation of the ORV Designation Implementation Plan.

Areas of Critical Environmental Concern

ACECs would be designated upon approval of the RMP. Management of the ACECs according to the objectives stated in the RMP would be given high priority.

SUPPORT

Several areas of support needed to accomplish the objectives of the RMP have been mentioned elsewhere in this proposed RMP. For example, fire suppression and presuppression would be a key support requirement for several resources including soils, wildlife habitat, and livestock forage. Other support services would also be required.

Cadastral survey would be needed to establish legal boundaries for parcels transferred from public ownership, retention of legal access through transferred parcels, wilderness areas, trespass settlement, and mineral material sale or free use areas.

Appraisal support would be needed to establish the value of tracts transferred from public ownership and trespass settlement.

Legal services would be required for review of real estate documents.

Law enforcement would be needed to ensure compliance with the designations, use levels, and restrictions established in the RMP.

Engineering services would be required for survey and design of range improvements and road building and maintenance.

RESOURCE MANAGEMENT GUIDELINES

The following statewide guidelines direct BLM management on public lands in Idaho.

### Air Quality

Under the Clean Air Act (as amended, 1977), BLM-administered lands were given Class II air quality classification, which allows moderate deterioration associated with moderate, well-controlled industrial and population growth. BLM will manage all public lands as Class II unless they are reclassified by the State as a result of the procedures prescribed in the Clean Air Act (as amended, 1977). Administrative actions on the public lands will comply with the air quality classification for that specific area.

### Allowable Uses

The public lands will be managed under the principles of multiple use and sustained yield as required by FLPMA. Any valid use, occupancy, and development of the public lands, including but not limited to, those requiring rights-of-way, leases, and licenses will be considered, subject to applicable environmental review procedures, unless specifically excluded in the plan. In some areas, however, environmental values, hazards, or manageability considerations may require limitations on either the type or intensity of use, or both. Those limitations are identified in the plan's land use allocations and management objectives for specific areas within the public lands. BLM will include stipulations and special conditions as necessary in leases, licenses, and permits to ensure the protection and preservation of resources.

### Areas of Critical Environmental Concern

Areas of critical environmental concern (ACECs) are established through the planning process as provided in the Federal Land Policy and Management Act for "...areas within the public lands where special management attention is required (when such areas are developed or used or where no development is required) to protect and prevent irreparable damage to important historic, cultural or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards." Management is tailored to the specific needs of each ACEC.

### Coordination With Other Agencies, State and Local Governments, and Indian Tribes

BLM will coordinate its review of detailed management plans and individual projects prepared in conjunction with the RMP to ensure consistency with

officially adopted and approved plans, policies, and programs of other agencies, State and local governments, and Indian tribes. Cooperative agreements and memoranda of understanding will be developed, as necessary, to promote close cooperation between BLM and other Federal agencies, State and local governments, and Indian tribes.

### Cultural Resources

BLM will manage cultural resources so that representative samples of the full array of scientific and socio-cultural values are maintained or enhanced consistent with State and Federal laws.

### Detailed Management Plans

The RMP provides general guidance for the resource area. More detailed management plans, called activity plans, will be prepared to deal with areas where a greater level of detail is required. Activity plans will indicate specific management practices, improvements, allocations, and other information for a particular site or area. They will be prepared for most major BLM programs such as range (allotment management plans), recreation (recreation area management plans), wildlife (habitat management plans), and cultural resources (cultural resources activity plans.). Where two or more activities have activity plan needs in the same general area, a single consolidated activity plan may be prepared. Coordination, consultation, and public involvement are integral parts in the formulation of activity plans.

### Economic and Social Considerations

BLM will ensure that any management action undertaken in connection with this plan is cost-effective and takes into account local social and economic factors. Cost-effectiveness may be determined by any method deemed appropriate by the Bureau for the specific management action involved.

### Environmental Reviews

The NEPA process will be conducted on all projects prior to approval. This site-specific analysis will allow some projects to be considered under

provisions of the categorical review process and others to be considered under the environmental assessment process.

### Fish and Wildlife

BLM will manage fish and wildlife habitat on the public lands. A variety of methods may be employed, including management actions designed to maintain or improve wildlife habitat, inclusion of stipulations or conditions in BLM leases, licenses, and permits, and development of detailed plans for fish and wildlife habitat management. Priority will be given to habitat for listed and candidate threatened and endangered species and sensitive species. If any listed or candidate threatened or endangered species may be affected by BLM actions, the Fish and Wildlife Service will be consulted as prescribed by the Endangered Species Act.

Riparian and wetlands habitat have a high priority for protection and improvement in accordance with National policy. All BLM management actions will comply with Federal and State laws concerning fish and wildlife.

### Geology, Energy, and Minerals

#### Geology, Energy, and Minerals Management

BLM will manage geological, energy, and minerals resources on the public lands. Geological resources will be managed so that significant scientific, recreational, and educational values will be maintained or enhanced. Generally, the public lands are available for mineral exploration and development, subject to applicable regulations and Federal and State laws.

#### Location of Mining Claims

Location of mining claims in accordance with the State and Federal mining laws and regulations is nondiscretionary. The public lands are available for location of mining claims unless withdrawn. Recommendations by BLM for withdrawal are subject to final consideration by the Secretary of the Department of the Interior.

## Leasing and Sale

Energy and minerals leasing and mineral materials sale is discretionary. Approval of an application for lease or sale is subject to environmental review in the NEPA process and may include stipulations to protect other resources. Generally, the public lands may be considered for energy and minerals leasing and sale.

The entire Monument Planning Area will be open to mineral leasing. Some stipulations have been identified in the Monument RMP and are identified in the management prescriptions for multiple use areas, where applicable, in each alternative.

## Land Tenure Adjustment

The public lands will be retained in Federal ownership and managed by BLM according to the principles of multiple use and sustained yield, except those lands specifically identified in the plan or amendment as transfer areas. Transfer areas are those public land identified through the planning process which are available for transfer from Federal ownership.

Transfer of public land within a transfer area may be accomplished by any means authorized by law. Final transfer from BLM jurisdiction, however, is subject to a decision by the authorized officer, based on detailed analysis and such documentation as prescribed by law or regulation.

Mineral in character lands will not be identified as transfer areas.

Wilderness study areas (WSAs) and designated wilderness areas will not be identified as transfer areas.

Lands may be acquired by BLM as authorized by law, but only within retention areas (multiple use areas). Objectives for acquiring lands in connection with BLM programs may be established in the RMP.

BLM will manage transfer areas until transfer of title occurs. Management actions will be taken as necessary to meet resource or user needs. Public investments in transfer areas will be kept to a minimum.

All lands classifications, including those made under the Classification and Multiple Use Act of September 19, 1964 (43 U.S.C. 1411-18), will be reviewed in the planning process to determine if they are still appropriate. Review will consider whether the classifications are necessary to meet management objectives established in the RMP and whether the land is being used for the purpose classified. Classifications will be cancelled unless they are necessary to implement the RMP decisions.

Motorized Vehicle Access and Use

Through the planning process, public lands are placed in one of three categories for purposes of controlling motorized vehicle access: open, limited, and closed. Guidelines for these categories are as follows:

1. Open. Motorized vehicles may travel anywhere.
2. Limited. Motorized vehicles are permitted, subject to specified conditions such as seasonal limitations, speed limits, and designated routes of travel as developed during subsequent activity planning.
3. Closed. Motorized vehicles are prohibited.

Public Utilities

Generally, public lands may be considered for the installation of public utilities, except where expressly closed by law or regulation. Project approval will be subject to preparation of an environmental assessment or environmental impact statement. BLM will work closely with Idaho Public Utilities Commission, other State and Federal agencies, local governments, utility companies, and other interested parties to determine appropriate locations and environmental safeguards for public utilities involving public lands.

In the Monument Planning Area, rights-of-way in common will be used whenever possible. Proposed utility developments identified by the public utility industries follow existing right-of-way routes very well. Because of the lack of resource conflicts, utility corridors were not identified as an issue for the Monument RMP and no corridors have been established. Utility developments would be prohibited in wilderness study areas (WSAs) recommended suitable for designation.

Rangeland Management

Grazing Preference

Within each grazing allotment or group of allotments, a grazing preference is established at a level that will ensure adequate forage is also available